

Functional Annex D:
RISK AND HOST AREA SHELTER OPERATIONS

SUMMARY

- A. The Coastal Virginia Regional Hurricane Sheltering Plan is intended to provide a framework within which state agencies and localities can coordinate actions to deal with a major hurricane. It addresses situations that affect the probability that a hurricane will impact Virginia and the assumptions that underlie emergency preparedness and response decisions at the state and local level. This plan most directly impacts coastal areas vulnerable to the direct affects of a hurricane and those areas located along the designated evacuation routes that may need to operate shelters for evacuating coastal residents.
- B. A major hurricane is defined as a hurricane in Category 3, 4 or 5 on the Saffir-Simpson Scale of hurricane strength. The winds and storm surge in Category 1 and 2 hurricanes are considered less destructive and may not require wide-scale evacuations from the risk areas or large-scale shelter operations.
- C. The overall strategy for dealing with a major hurricane is to evacuate the population from those areas of coastal Virginia that have been identified as "at-risk" of inundation by storm surge flooding and to relocate them to places of relative safety outside the risk area.
- D. The area at risk of storm surge flooding is generally defined as coastal and low-lying sections of 21 localities located east of a line running north from the North Carolina line at Suffolk to the Potomac River at Westmoreland County. The region includes the Cities of Chesapeake, Hampton, Newport News, Norfolk, Poquoson, Portsmouth, Suffolk, Virginia Beach and the Counties of Accomack, Gloucester, Isle of Wight, Lancaster, Mathews, Middlesex, Northampton, Northumberland, Richmond, Surry, Westmoreland, York and the Town of Chincoteague.

MISSION

To provide procedures for providing emergency sheltering for the evacuating coastal population who are threatened by an approaching hurricane.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. The organization and assignment of primary and secondary responsibilities are detailed in the Commonwealth of Virginia Emergency Operations Basic Plan. Listed below are the key participants in the evacuation and sheltering functions of the Commonwealth's response to the threat of a coastal hurricane.

1. Governor

- a. Declare a State of Emergency
- b. Order a mandatory evacuation of hurricane risk areas. The authority may be delegated to other state officials or to local officials.
- c. Direct the use of state personnel and resources to coordinate response to the emergency.
- d. Authorize the reimbursement of risk and host localities for expenses required to operate public shelters for threatened populations in accordance with written agreements.
- e. Request the assistance of the federal government as needed.

2. State Coordinator of Emergency Management, Department of Emergency Management

- a. Serve as the Governor's executive agent and lead agency for the coordination of state resources to manage emergency and disaster operations.
- b. Coordinate state operations and assist local operations.
- c. Coordinate with federal government agencies including the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) and the National Weather Service-National Hurricane Center.
- d. Continuously notify the Governor and State Legislators of status of the emergency and disaster preparedness activities.
- e. Initiate opening of the Host Shelters as needed.

3. Department of Transportation

- a. Develop and maintain the Hurricane Evacuation Traffic Control Plan.
- b. Implement the Hurricane Evacuation Traffic Control Plan, in cooperation with the Virginia State Police, to manage the controlled evacuation of areas threatened by a hurricane.
- c. Staff the traffic control measures implemented in the plan on state-maintained roads.

- d. Coordinate the closure of high-risk roadways such as bridges, tunnels, or flood-prone sections of roadway as indicated in the Transportation Emergency Operations Plan, the Chesapeake Bay Bridge-Tunnel Closure Plan, and other protocols for adjusting transportation resources to meet impending emergencies.

4. Virginia State Police

- a. Assist in the implementation of the VDOT Hurricane Evacuation Traffic Control Plan.
- b. Expedite the flow of traffic out of the coastal areas during an evacuation.
- c. Control access to evacuation routes during the evacuation of the risk areas, including access from North Carolina (see Annex C).
- d. Maintain order and security on the designated evacuation routes.
- e. Monitor the flow of traffic during the evacuation and keep the State EOC informed of the status.
- f. Control re-entry into the impacted area after the hurricane has passed.

5. Department of Social Services and the American Red Cross

- a. Coordinate the opening of shelters in the risk areas during the days of preparation for a hurricane in accordance with local plans.
- b. Coordinate the opening of shelters in host areas in advance of an evacuation directive, in accordance with local plans, and interstate plans.
- c. Provide status reports on the number of shelters open, the location of open shelters, the number of shelter spaces occupied, and the number of shelter spaces available.
- d. Provide status reports on the requests and provision of resources for sheltering operations.
- e. Provide guidance on the establishment of post-storm temporary housing facilities for people who cannot return to their residences.

6. Department of Health

- a. Coordinate state resources in the provision of transportation or shelter facilities for people with special health or medical needs, in accordance with local plans.
- b. Coordinate state resources in providing safe and sanitary food and shelter resources in accordance with local plans.

SITUATION

- A. The risk area includes the city of Virginia Beach and the Eastern Shore on the Atlantic Ocean, the Hampton Roads port area, the southern half of the Chesapeake Bay and the tidal peninsulas formed by the James, York, Rappahannock, and Potomac Rivers. The continental shelf and the shallow bay, with its tidal rivers, create a situation conducive to high storm surges.
- B. Tidal surge associated with a major hurricane could cause a maximum inundation of almost 23 feet above sea level on the eastern side of the Eastern Shore and 15+ feet in the port areas of Hampton Roads, in addition to the accumulated effects of tides, waves and rainfall.
- C. Approximately 1.5 million people live in the risk area (2000 census). An estimated 600,000 live in identified evacuation areas. An additional 100,000 overnight guests would be in the evacuation zones during the peak of the summer tourist season. Therefore, an estimated 700,000 people may be advised to evacuate from their dwellings.
- D. The time needed for people in the inundation areas to completely clear the risk area is at least 27 hours. The City of Virginia Beach, the easternmost locality in the metropolitan Hampton Roads region, requires the longest time to evacuate.
- F. There are six through-ways leading west from the Hampton Roads risk area: I-64 west, I-64 east to Route 58 and Route 460, Route 60 west, Route 143 west, U. S. Route 17 to Route 10 and U.S Route 17 North. Motorists must cross over bridges and/or through tunnels on every evacuation route (see Annex C).
- G. Although many of the designated shelters in the risk localities are not in the inundation areas and will be open to people evacuating, there will also be the need for shelters outside the risk areas. In the event of a major hurricane, there may be as many as 400,000 people leaving the coastal Virginia region. It is anticipated that most evacuees will stay with friends, relatives or in motels along the evacuation routes. However, an estimated 40,000 may seek public shelters in host localities out of the region.
- H. The Governor has the authority to require an evacuation.

ASSUMPTIONS

- A. Hurricane monitoring and warning reports will be available from the National Weather Service/National Hurricane Center.
- B. All local emergency operations centers (EOC) in the Commonwealth will be in communication with the Virginia EOC (VEOC), coordinating actions with one another during the preparedness period and during the emergency.
- C. Localities will initiate those functions necessary for alerting emergency services, informing the general public, communicating with other localities and the VEOC, and implementing those measures necessary to protect life and property in accordance with the local emergency operations plans (EOP).
- D. The hurricane traffic management plan, developed by the Virginia Department of Transportation (VDOT) and Virginia State Police (VSP) will be implemented. The plan identifies evacuation routes and limits access, based on the maximum capacity of each route. Evacuation routes will be monitored by the Virginia State Police and closed at appropriate points as the approaching hurricane causes high winds and rising water.
- E. Local governments will be responsible for traffic control within their jurisdictions. Host localities will be responsible for traffic control from the evacuation routes to designated shelters.
- F. The Governor will exercise the authority to require an evacuation or delegate that authority to local officials.
- G. The Commonwealth will authorize state reimbursement of expenses incurred by local governments and host communities to provide sheltering in accordance with existing written agreements (see Tab C to Annex D).
- H. The primary means of hurricane evacuation will be private vehicles. Localities may provide public transportation based upon community demographics and in accordance with local plans.
- I. A portion of the at-risk population will voluntarily evacuate before an evacuation has been recommended or directed. Most people who leave their homes will seek shelter with relatives, friends or in motels and will not need host shelters.
- J. Some localities in the risk area will not be able to open shelters because of the projected inundation areas. Residents of those areas will be advised to seek shelter in host areas.
- K. Localities may have to direct an evacuation late in the day; the timing of an evacuation directive will be determined by the circumstances of the approaching storm.

- L. All hospitals, nursing homes, and group residential facilities operated by private or public agencies based upon licensing requirements will have pre-determined evacuation and/or refuge plans.
- M. Refuges of last resort will be identified by risk and host localities and will be needed for people in vehicles who cannot evacuate because of traffic or safety considerations.

SHELTERING IN COASTAL LOCALITIES

A. Shelter Plan

All localities in the coastal areas should have a clear, comprehensive shelter plan as part of their EOP. The plan should state in unambiguous terms who is responsible for each shelter facility, and who is responsible for the operation of the shelter. Lines of succession and job descriptions should be clearly defined. Shelter kits should be prepared and pre-positioned for accessibility to the Shelter Managers. Persons who will staff the shelters should be designated and assigned, and trained on a regular basis.

B. Shelter Facilities

Buildings to be used as shelters should be surveyed for space, accessibility, structural integrity, and security. Local governments should consider not only whether the buildings are located outside of storm surge inundation zones but also whether those areas of the building where people will be congregated (i.e. gymnasium) can withstand hurricane force winds.

C. Shelter Demand

Several factors may determine how much shelter space is needed. The proportion of evacuating residents that go to public shelters is higher for low-income residents, lower for residents at high risk of flooding, and very low for vacationers. To some extent, emergency managers can influence the proportion of evacuees going to public shelters. For instance, the timing of evacuation advisories is crucial. Delays that result in late or "urgent" evacuations will roughly double normal shelter demand.

D. Shelter Capacity

In determining shelter capacity, local planners should consider both short-term (12-18 hours) and long-term sheltering. Many residents will need shelter only during those hours when the storm is actually in the area. Others, whose homes suffered damage or who need special care, may need to stay in the public shelter until temporary housing or permanent relocation housing is obtained. Planners may be able to expand the capacity of the shelters

by allowing for 10 sq. ft. for short-term shelter, and 40 sq. ft. for longer-term sheltering. Flexibility could be considered in both evacuee capacity and staffing.

E. Refuges of Last Resort

Localities that have dense populations or extremely vulnerable areas should also designate "refuges of last resort". These are facilities in the vulnerable area or near major evacuation routes that would be likely to withstand the effects of the storm and may be used as refuges if people in the path of the storm were unable or unwilling to evacuate until there was no longer sufficient time to clear the area. In Hampton Roads, an area heavily dependent on bridges and tunnels, it is conceivable that evacuation routes could become clogged to the extent that many people were stranded on the highways or in vulnerable areas of the cities. The "refuges of last resort" would only be activated after all other possibilities have been exhausted and would be operated no more than 12-24 hours. When localities operate Refuges of Last Resort they are not intended to be classified as a Shelter and therefore may not be operated according to Red Cross Guidelines.

F. Shelter Management

1. The American Red Cross is the acknowledged expert in shelter management in the country. Through decades of experience they have developed comprehensive and efficient administrative procedures and have successfully operated shelters under every conceivable circumstance. Local planners should consider using the Red Cross administrative operating procedures for managing shelter operations.
2. There are advantages to the Red Cross system. It is a complete system. All forms, job descriptions, supply lists, purchasing procedures, space requirements, and staffing requirements are already in place. So long as the shelter operates under the Red Cross administrative system, the Red Cross may pay operating cost in accordance with predetermined agreements.
3. The resources of the Red Cross, including supplies, equipment, and personnel, can be transported into a disaster area in a matter of hours. Their response is especially prompt for an anticipated event such as a hurricane because they can make extensive preparations and "stage" resources as the storm moves toward coastal areas. They do not, however, send resources into an area to staff shelters before a disaster. Therefore, local personnel must operate shelters that open during the "readiness" or "watch" phases of emergency operations. These workers can be local Red Cross personnel (paid and volunteer) or other appropriate personnel. Any shelter that is opened and presented as operating as a Red Cross shelter must be managed by an American Red Cross Trained Shelter Manager.
4. The hurricane scenario is different from other kinds of disasters because it can affect so many localities simultaneously and such a large population. To prepare for a hurricane,

the resources of the Red Cross chapter and local government are needed and training should be conducted jointly.

5. In most of the large cities of Hampton Roads, local governments have developed cooperative shelter programs with local Red Cross Chapters. The shelters operate in government facilities under Red Cross administrative procedures. The staff is local government personnel trained by the Red Cross. The government employees are, thereby, serving a dual role as Red Cross volunteers. These cooperative agreements take advantage of the assets of both organizations. The Red Cross has a "tried and true" management system, and local government has people--and also has the ultimate responsibility for the safety and welfare of its residents. The shelter programs are under the authority of the local social services departments whose personnel usually manage the facilities, although in some localities, employees from all government departments are involved. This system gives shelter managers a large pool of employees to draw from, and distributes the responsibility among all sections of the government.
6. Local planners should provide to train a large enough staff for their shelters so that Social Services personnel can carry out other vital disaster-related tasks such as distribution of food stamps, financial aid, etc.
7. Those localities in the coastal area that operate shelters under their own administrative procedures may also, at some point, need to transfer sheltering responsibilities to the Red Cross in order to return to the other responsibilities of government. ARC usually assumes full operation within 72 hours of landfall.

G Shelter Training

Red Cross Training for shelter managers and shelter workers can be coordinated through the local Red Cross (ARC) Chapters.

INLAND SHELTERING

- A. In the face of a severe hurricane (Category 3 or greater), as many as 400,000 people may leave the coastal area. They will leave with the intention of staying in hotels or with friends in areas west and north of coastal Virginia. An estimated 95 percent of vacationers will leave, although more than half of them live within 200 miles and will probably drive home.
- B. Primary evacuation routes are Interstate 64, Route 58, Route 460, Route 258, Route 258/32, Route 17, Route 60, Route 143, Route 337 and Interstate 664. These routes all directly or indirectly link with Interstate 95 North & South. Residents of the Eastern Shore will drive north on Route 13 into Maryland, as the Chesapeake Bay Bridge-Tunnel is not designated an evacuation route. Very likely, Virginia evacuees will be following several thousand

vehicles from North Carolina's Outer Banks, driving through Tidewater Virginia enroute north (via Route 168 or Highway 17).

- C. It is very difficult to predict the shelter demands for host areas. Surveys taken in Virginia and other states are not reliable and accurate indicators of actual use of public shelters in host areas. There are too many variables that depend on circumstances at the time of the evacuation. Behavioral surveys taken following Hurricane Floyd in 1999 showed that on average a maximum of 6% of evacuees go to public shelters. The assumption can be made, however, that a large majority of evacuees will find shelter in the homes of friends or in hotels/motels.
- D. Regardless of their intentions, most evacuees tend to seek shelter when the traffic becomes clogged or when nightfall is imminent. Although there are clusters of hotels and motels along the evacuation routes, there are not enough rooms available to house all the evacuees. Particularly since hotels in inland areas, not threatened by the approaching storm, will be at normal vacation occupancy (approximately 75 percent). Therefore, local governments that border the evacuation routes should be prepared to shelter evacuees.
- E. Evacuees want to move out of the storm's path, but they generally do not want to travel any further than necessary. If given the opportunity, evacuees tend to choose the shelters (private or public) closest to their homes. They prefer to stop at the first available shelter, rather than travel to a distant shelter.
- F. Preliminary estimates of host capacity indicate that it would be necessary to use all available hotels and motels as well as provide public shelters for overflow. The unknown factor is "private shelter"--the homes of friends and relatives.
- G. Inland communities along the identified evacuation routes are likely hosts and should assume responsibility for developing shelter plans for coastal residents. Public shelter will be provided to coastal evacuees as needed, with public shelters opened when it becomes apparent that commercial facilities are not sufficient. Host jurisdictions should:
 - 1. Be aware of information distributed and broadcast to coastal evacuees.
 - 2. Be aware of plans to divert or reroute traffic.
 - 3. Locate shelters or reception centers near the evacuation highways, keeping shelters accessible from those highways.
 - 4. Maintain communications with the VEOC, coastal jurisdictions and the VDOT Smart Traffic Centers to be aware of timing and size of evacuee influx.
 - 5. Maintain an information network, which will indicate when local commercial facilities are nearing capacity to permit activation of public shelters. Coastal jurisdictions

should, in coordination with host jurisdictions, develop public information materials for evacuating coastal residents. Coastal and inland jurisdictions should keep the Virginia EOC apprised of the status of the evacuation and the amount of available shelter space remaining respectively. This will permit the EOC to advise coastal jurisdictions as to where available space exists for evacuee routing, and to estimate the influx of evacuees for inland jurisdictions.

CONCEPT OF OPERATIONS

A. Evacuation Sequence

1. As the storm approaches the Commonwealth, the VEOC and local EOCs will monitor advisories issued by the National Weather Service/National Hurricane Center and review plans.
2. Localities will issue emergency declarations according to weather advisories as indicated in their local emergency operations plans.
3. Localities will issue emergency preparedness information through the local news media through established communication networks.
4. As circumstances warrant, the Governor will issue an Executive Order directing an evacuation or authorizing localities to direct an evacuation.
5. The VEOC will alert all inland and host localities along the designated evacuation routes of the status of the hurricane and the timing of evacuation decisions. The host localities will implement the necessary preparedness activities.
6. Voluntary evacuation will begin to take place from the risk areas.
7. Each threatened locality will coordinate with the VEOC and neighboring jurisdictions in determining when and if to direct an evacuation.
8. Each threatened locality will determine when and if to open shelters and will notify the VEOC and the neighboring localities of its decision.
9. Host localities will be notified, as necessary, of the evacuation decisions and will implement necessary emergency services functions.
10. The VEOC will notify the North Carolina State EOC of the decision to initiate a Regional Southeastern Virginia evacuation. The VEOC will request North Carolina to implement the Barco diversion plan for remaining evacuees from the Outer Banks.

11. VDOT/VSP will implement the Hampton Roads Hurricane Evacuation Traffic Control Plan.
12. Each locality will determine evacuation start times, using manual or automated decision aids or processes, in consultation with the VEOC and with other localities, and will issue evacuation directives.
13. The VEOC will monitor and coordinate the allocation of resources in order to provide appropriate emergency support functions.

B. Shelters

1. Risk Area Shelters

- a. Risk localities will open shelters as part of their preparation for the possible arrival of hurricane-force winds and storm surge flooding. Shelters will operate in accordance with the local emergency operations plans.
- b. It is the recommended policy of the Hampton Roads Emergency Management Committee that shelter lists not be publicized in advance of an event since openings will depend upon the event. Lists indicating which shelters might be used for a hurricane may be made available by individual cities and counties at the beginning of the hurricane season.
- c. Risk localities will advise residents who live in storm surge inundation areas and those who live in mobile homes to evacuate from their homes and seek shelter with friends or relatives, in motels and hotels, or in public shelters
- d. Risk localities will notify the VEOC when shelters have been opened and report the status of shelter spaces and number of persons accommodated at least every four hours. Risk localities that cannot open shelters will notify the VEOC.

2. Host Area Shelters

- a. The VEOC will keep the host localities informed of the shelter situation in the risk areas.
- b. When the VEOC has been notified that the Governor or risk localities are going to order an evacuation, the host localities will be alerted and advised to prepare to open shelters as may be needed.
- c. Local resources in host localities will direct traffic from the evacuation routes to the host shelters.

- d. Host localities will operate shelters in accordance with American Red Cross guidelines and their local emergency operations plans.
- e. Risk and host localities will continue to report to the VEOC the status of shelter spaces and evacuees accommodated every four hours.
- f. Host localities will continue to accept evacuees as long as they continue to arrive or until capacity is reached.

3. Refuges of Last Resort

- a. When the evacuation is terminated by state and local officials, refuges of last resort may be opened.
- b. Local media will alert the public that the evacuation has been terminated and that refuges of last resort are open.
- c. Local law enforcement officials will direct motorists to refuges of last resort and clear evacuation routes of vehicles.

4. Medium Term (3 to 15 days) “Super Shelters”

- a. The State will identify State or locally owned installations and/or facilities, located in close proximity to the impacted coastal area, that could be utilized as large capacity evacuation shelters.
- b. Large capacity shelters will operate in accordance with American Red Cross guidelines and standards.
- c. Evacuees that sought host sheltering may be re-located to a high capacity shelter closer to their home, if available, if they are unable to immediately return to their home due to damage.

ACTION CHECKLIST – SHELTER OPERATIONS

The following operations periods will be used in state and local hurricane plans. The need for coordination precludes the use of different time periods or terminology.

Condition 5: Routine Operations

1. Develop SOPs.
2. Select facilities for public shelter utilization in accordance with ARC Guidelines.
3. Shelter training conducted by ARC.
4. Conduct periodic shelter exercises.
5. Host Localities to execute Memorandum of Agreement with Department of Emergency Management.
6. Identify potential “refuges of last resort” along evacuation routes

Condition 4: Forecasted Arrival of Tropical Storm Force Winds within 120 Hours (D-5 to D-3 Days)

1. Review NWS storm forecast advisories and HURREVAC projections to determine potential shelter needs.
2. Advise ARC and Social Services of potential shelter operation requirements.
3. Verify readiness of shelters for use based upon storm category.
4. Prepare staffing schedules for potential shelter operations.

Condition 3: Forecasted Arrival of Tropical Storm Force Winds Within 72 Hours (D-3 Days)

1. Review NWS storm forecast advisories and HURREVAC projections to determine potential shelter needs.
2. Advise ARC and Social Services of shelter operation requirements.
3. Verify readiness of shelters for use based upon storm category.
4. Review staffing schedules for shelter operations.

5. Review/verify communication requirements/equipment in identified shelters.

Condition 2: Forecasted Arrival of Tropical Storm Force Winds Within 48 Hours (D-2 Days)

1. Review NWS storm forecast advisories and HURREVAC projections to determine shelter needs.
2. Begin confirming shelter plans/locations in risk/host jurisdictions.
3. Prepare list of shelters to be opened, listing individual capacities, in coordination with local ARC Chapters.
4. Secure traffic flow status from EOC for designated areas.
5. Coordinate opening of host shelters, as needed.

Condition 1: Forecasted Arrival of Tropical Storm Force Winds Within 24 Hours (D-1 Day)

1. Continue to monitor event and progress of evacuation.
2. Assess need and readiness of Refuges of Last Resort.

Landfall: Arrival of Tropical Storm Force Winds - Departure of Tropical Storm Force Winds

1. Continue to monitor event and progress of evacuation.
2. Monitor shelter operations and request of resources for shelter operations.
3. Local EOCs to report status of shelters and Refuges of Last Resort to State EOC.

Emergency Relief Phase: Life-Saving Operations and the Restoration of Essential Services

1. Move all evacuees from refuge of last resort to public shelters
2. Monitor ongoing shelter and feeding operations.
3. Monitor progress of reentry and shelter populations.

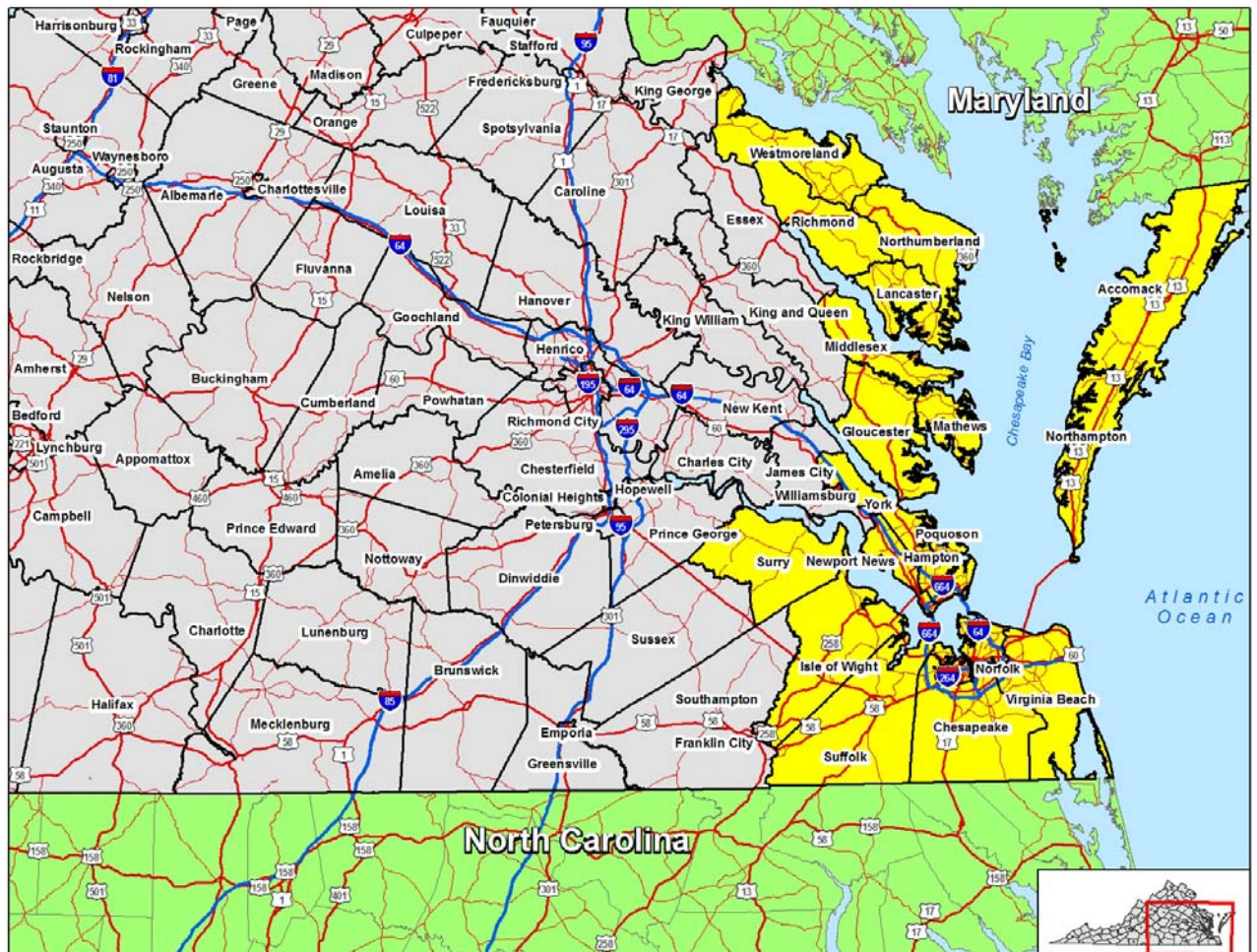
4. Determine long-term shelter demand and coordinate with ARC on such needs.
5. Identify locations and types of recovery centers needed due to storm impacts.

Note: Although coastal localities and the State EOC will be using these hurricane-specific operations periods, others, to include inland host localities, will not. They do not have separate hurricane plans and will be using the standard operations periods. (Reference the State EOP.) However, the two checklists are not incompatible. If reference is made to the “hours before the arrival of tropical storm force winds,” local officials in inland localities can make it work within the context of their own checklists.

Attachment

1- Guidance to Inland Localities

Annex D, Attachment 1, Tab A
Hurricane Evacuation Routes Extended Into Host Areas



Annex D, Attachment 1, Tab B
Host Localities

(List of Localities Near Highway Hubs That Agree to Operate Host Shelters)
(To be developed as agreements are executed)

Annex D, Attachment 1, Tab C
Regional Host Sheltering Agreement

THIS AGREEMENT IS MADE AND ENTERED INTO BETWEEN THE COMMONWEALTH OF VIRGINIA AND EACH CITY, COUNTY, OR INDEPENDENT INSTALLATION THAT EXECUTES AND ADOPTS THE TERMS AND CONDITIONS HEREIN:

WHEREAS, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides the Virginia Department of Emergency Management (VDEM) with certain authorities to carry out the purposes of that law, including, but not limited to, the authority to (1) coordinate and administer preparedness plans and programs with local government, (2) determine requirements of political subdivisions for necessities needed in the event of a declared emergency which are not otherwise readily available, (3) coordinate with public entities in implementing programs for disaster prevention, mitigation, preparation, response, and recovery, (4) provide assistance during a period of declared emergency to political subdivisions to ensure orderly and timely recovery from disaster effects, and (5) enter into agreements necessary or incidental to performance of any of its duties (see Virginia Code Ann. Section 44-146.18); and

WHEREAS, this agreement, once consummated, will authorize the request and provision of shelter operations in accordance with established procedures in the threat of a hurricane impacting the Southeastern areas of Virginia, and

WHEREAS, to provide the most effective shelter operations possible, each participating entity intends to foster coordination with the VDEM by the exchange of information, and development of plans and procedures to implement this Agreement;

NOW THEREFORE, the parties hereto agree as follows:

SECTION 1: DEFINITIONS

- A. The Agreement - The Host Sheltering Agreement whereby cities, counties, towns and authorized independent installations within the Commonwealth of Virginia become a party to this Agreement by executing a copy of this Agreement and providing a copy with original signatures and authorizing resolution to the Virginia Department of Emergency Management.
- B. Authorized Representative - An employee of the Host Locality or Host Entity authorized in writing by that government to offer assistance under the terms of this agreement. The list of Authorized Representatives shall be included in each Host Locality's Emergency Operations Plan and provided to the VDEM. The list should be updated as needed, at least annually.

- C. COVEOP - Commonwealth of Virginia Emergency Operations Plan - A plan developed and maintained by the Department of Emergency Management that identifies procedures for state level management of emergencies.
- D. Designated Shelter - A facility designated by the host locality that may be pre-approved by the Red Cross that is used by that locality to provide basic services to the general population including registration (identification), food, lodging, first aid, and security.
- E. Evacuation Directive - Any communication from the Governor or at risk localities recommending or mandating persons in areas at risk of flooding from a hurricane storm surge to leave their places of residence and travel to safer areas.
- F. Evacuation Routes – state- or federally-maintained roads designated by the Virginia Department of Transportation for the use of motorists evacuating from Southeastern Virginia when threatened by a hurricane.
- G. Host Locality - Cities, counties, towns, towns and authorized independent installations that are participating in the Agreement to provide shelter operations for people evacuating from risk localities and have provided a complete executed copy of the Agreement to the Department of Emergency Management. Host localities are desired to be located adjacent to designated evacuation routes. Host localities may operate shelters through an agreement with the local chapter of the American Red Cross.
- H. Independent Installation - An entity such as a military base or private facility which can provide aid on its own authority and which may become, therefore, a participant of this agreement, either through VDEM or through a local government.
- I. Major Hurricane - A hurricane classified by the National Weather Service as a Category 3 or higher according to the Saffir-Simpson Scale of storm intensity.
- J. Refuge of Last Resort - A facility identified by the host locality that may be used as a last resort to defend against the effects of the storm. This facility may not be able to provide basic shelter services such as food, first aid or security, and would be used only during the period in which winds of tropical storm force or higher are experienced.
- K. Risk Locality – cities, counties and towns in eastern Virginia that are at risk of the effects of hurricane storm surge as indicated in COVEOP. People evacuating from risk localities are directed to travel west on designated evacuation routes.
- L. Shelter Operations - any activity involved in opening, operating and closing shelters, moving or directing people to and from shelter facilities, and providing basic services in shelters. May also include the limited operations of "refuges of last resort".

- M. VDEM - Virginia Department of Emergency Management - the state agency responsible for management and administration of disaster relief for Virginia.
- N. VEOC - Virginia Emergency Operations Center- a facility maintained at all times by VDEM to coordinate emergency response activities of state and federal agencies.

SECTION 2: HOST LOCALITY AND HOST ENTITY RESPONSIBILITIES

Each host locality or host entity will develop plans and procedures to operate shelters for people evacuating from risk localities. The host locality is responsible for:

- A. Assigning an individual the responsibility for authorizing use of resources for hosting.
- B. Informing VDEM of the name and direct contact information of the authorized individual.
- C. Identifying appropriate facilities for operating shelters.
- D. Providing appropriate personnel and resources to operate shelters in accordance with the COVEOP and in coordination with the VEOC.
- E. Maintaining communications with the VEOC to determine the status of the hurricane and the evacuation of motorists from risk localities.
- F. Notifying the VEOC of its availability to provide shelter operations.
- G. As applicable, directing motorists from the designated evacuation routes to the designated host shelters.
- H. Providing the following shelter services in a secure facility - registration, food, space for eating and sleeping, parking space, first aid (if needed) and information on storm status.
- I. Identify existing facilities within their locality for potential use as a “super shelter”:
 - 1. Survey facility for shelter practical use
 - 2. Identify and train staff to ARC Standards

SECTION 3: ROLE OF THE VIRGINIA DEPARTMENT OF EMERGENCY MANAGEMENT

- A. Under this Agreement, the responsibilities of the Virginia Department of Emergency Management during normal operations are:

1. Enter into the Agreement on behalf of the Commonwealth of Virginia,
 2. Integrate the list of host localities executing this agreement into the COVEOP and into the procedures of the VEOC,
 3. Assist in the execution of this Agreement.
- B. Under this Agreement, the responsibilities of the Virginia Department of Emergency Management during a State of Emergency declared by the Governor are:
1. Establish and maintain communications with any host locality that has executed this Agreement.
 2. Request Authorized Representative of each host locality to determine availability of facilities, personnel, equipment and resources and notify VEOC of determination.
 3. Coordinate the requests for assistance from host localities.
 4. Coordinate provision of resources to host localities from state and federal agencies in accordance with COVEOP.
 5. Coordinate requests for reimbursement for eligible costs.

SECTION 4: REIMBURSEABLE EXPENSES

- A. A host locality may request reimbursement for 100% of eligible expenses if it has executed an Agreement and has supplied a complete executed copy of the Agreement to the Virginia Department of Emergency Management.
- B. Items eligible for reimbursement are any of the following expenses that were incurred after the Governor declared a State of Emergency:
1. Costs of overtime salary and benefits of personnel involved in shelter operations,
 2. Costs directly related to the loss of the ability of the host locality to provide regular services (i.e. allocation of resources to sheltering rather than normal services),
 3. Costs to restore shelter facilities to pre-shelter conditions,
 4. Costs of directing or assisting in the direction of evacuating motorists to shelters,

5. Costs related to providing water, wastewater disposal, heat, cooling, electric power, and telephone service to shelters and to persons in support of shelter operations,
6. Any cost related to supplies utilized for shelter operations, to include food, ice, paper products, bedding and first aid, and
7. Costs of providing services for the shelter operations by contract.

SECTION 5: INSURANCE

Each participating host locality shall bear the risk of its own actions, as it does with its day-to-day operations, and determine for itself what kinds of insurance, and in what amounts, it should carry. If a host locality is insured, its file shall contain a letter from its insurance carrier authorizing it to provide assistance under this Agreement, and indicating that there will be no lapse in its insurance coverage either on employees, vehicles, or liability. If a host locality is self-insured, its file shall contain a copy of a resolution authorizing its self-insurance program. A copy of the insurance carrier's letter or the resolution of self-insurance shall be attached to the executed copy of this Agreement, which is filed with the Virginia Department of Emergency Management. Each host locality shall be solely responsible for determining that its insurance is current and adequate prior to providing assistance in host sheltering.

SECTION 6. LIABILITY

To the extent permitted by law and without waiving sovereign immunity, each host locality shall be responsible for any and all claims, demands, suits, actions, damages, and causes of action related to or arising out of or in any way connected with its own actions, and the actions of its personnel, in providing assistance rendered or performed pursuant to the terms and conditions of this agreement. This agreement, pertaining to the sheltering of persons evacuated from stricken areas, provides an emergency services function within the meaning of section 44-146.16, Code of Virginia, and participation in this emergency services activity is intended by the parties of be covered by the immunity provisions of Section 44-146.23 of the Code of Virginia.

SECTION 7: ABILITY TO PROVIDE HOST SHELTER OPERATIONS

When contacted by the VEOC, in accordance with the COVEOP, the Authorized Representatives of any host locality agree to assess their government's situation to determine available personnel, facilities, equipment and other resources. Any locality entering into this Agreement will render assistance to the fullest extent made possible by the availability and condition of facilities, personnel, equipment and resources. When the Authorized Representative determines that the locality has available facilities, personnel, equipment and resources to provide shelter operations,

they shall so notify the VEOC and provide the information below: (1) name of building and exact location of each shelter, (2) capacity of people that can be sheltered in each facility, (3) time the shelter will be open to accept evacuees. (4) name and telephone number of contact person at host locality, (5) name and telephone number of the manager of each shelter, and (6) duration of availability of shelter facility and staff.

SECTION 8: SUMMARY REPORT

Following the period of a State of Emergency during which this Agreement was activated, the host locality will prepare a Summary Report on the form attached and forward to the VEOC.

SECTION 9: TERM

This Agreement shall be in effect for one (1) year from the date hereof and shall automatically be renewed in successive one (1) year terms unless terminated in writing by the host locality. Notice of such termination shall be made in writing and shall be sent to the Coordinator of the Virginia Department of Emergency Management.

SECTION 10: EFFECTIVE DATE OF THIS AGREEMENT

This agreement shall be in full force and effect upon approval by the host locality and the Virginia Department of Emergency Management.

IN WITNESS WHEREOF, the following parties have duly executed this Agreement as set forth below:

HOST LOCALITY

CITY/COUNTY: _____

BY: _____
(Name of Official) (Title)

DATE: _____

APPROVED AS TO FORM:

BY: _____
(Name) (City or County Attorney)

DATE: _____

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF EMERGENCY MANAGEMENT

BY: _____
(Name of Official) (Title)

DATE: _____

AUTHORIZED REPRESENTATIVES

CITY/COUNTY:: _____ DATE: _____

MAILING ADDRESS:: _____

CITY, STATE, ZIP: _____

AUTHORIZED REPRESENTATIVES TO REQUEST PROVISION OF HOST SHELTERING

Primary Representative

Name: _____

Title: _____

Address: _____

Day Phone: _____ Night Phone: _____ Fax: _____

Alternate Representative (1)

Name: _____

Title: _____

Address: _____

Day Phone: _____ Night Phone: _____ Fax: _____

Alternate Representative (2)

Name: _____

Title: _____

Address: _____

Day Phone: _____ Night Phone: _____ Fax: _____

HOST SHELTERING SUMMARY REPORT

EVENT: HURRICANE: _____

HOSTS JURISDICTION: _____

SHELTER NAME & ADDRESS: _____

DATE/TIME: SHELTER OPEN / /20__ _____ HRS.

SHELTER CLOSED / /20__ _____ HRS.

NUMBER OF EVACUEES SHELTERED: _____

REQUEST FOR REIMBURSEMENT

In order to expedite request for reimbursement you are required to complete and submit *itemized* documentation (all supporting data) that specifies the actual cost per category for each shelter that was used during the Host Sheltering event. Submit itemized data only for those areas for which you may claim reimbursement under the terms of the Agreement.

- 1) Personnel overtime expense and benefits \$ _____
- 2) Personnel expense for loss of ability to provide regular services _____
- 3) Cost to restore shelter facility to pre-shelter condition _____
- 4) Cost to direct evacuees to shelter _____
- 5) Cost of shelter utilities _____
- 6) Cost of shelter supplies _____
- 7) Cost of shelter contract operations (if applicable) _____

TOTAL REIMBURSEMENT REQUEST _____